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Special Assistant to the Secretary of State
Washington

August 2, 1949

Dear Admiral Hillenkoetter:

In accordance with the statement I made in connection with consideration of NSC-50 at the last IAC meeting, July 22, I enclose four papers on aspects of NSC-50 which the Department believes should be implemented at the earliest feasible time. If you agree these papers could be placed on the IAC Agenda.

Sincerely yours,

/s/ W. Park Armstrong, Jr.
W. PARK ARMSTRONG, JR.

Encls.: (4)

Rear Admiral R. H. Hillenkoetter
Director of Central Intelligence
Washington 25, D. C.

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COORDINATION OF INTELLIGENCE ACTIVITIES

Problem: To Implement NSC 50 with Respect to the Coordination of Intelligence Activities

Discussion:

1. NSC 50 states that the responsibility of CIA with respect to the coordination of intelligence activities has not been fully discharged (para. 2a(1)). It also calls for ICAPS to be reconstituted as a staff responsible only to the DCI, with the task of developing plans for the coordination of intelligence activities; to perform the present task of the Office of Collection and Dissemination with respect to the coordination of collection requirements and requests, and the dissemination of intelligence (para. 6a(5)).

2. ICAPS in the past has suffered from the somewhat ambiguous nature of assignment of officers to it; that is, whether they "represent" their agency in ICAPS activities, or are responsible only to the DCI. The Staff of the National Security Council serves as an example for an ICAPS staff under the direction of the DCI to study and plan for the coordination of intelligence activities. Officers should be assigned from an agency or service to the staff, not in a "representative" capacity, but rather to bring the knowledge and interest of the several agencies together in a joint effort.

3. In a similar fashion, the Standing Committee can serve as a staff committee, with identical representation to IAC, acting in the same fashion as the Consultants do to the NSC.

4. Coordination of the intelligence activities among the several agencies and under the leadership of the CIA has not been fully effective, particularly with respect to the coordination in the research effort, owing in part to the fact that CIA has not made itself a center of information on intelligence to which the other agencies can turn, has been passive rather than aggressive in liaison, i.e., has relied upon receiving liaison officers from the other agencies, and has not fully accepted its proper role of passing on requests for research service to the agency best equipped to handle it. CIA effort has gone too much to miscellaneous research and reporting which, in the words of the Dulles Committee, "by no stretch of the imagination" could be considered national intelligence.

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Recommendations:

1. That ICAPS serve as a joint staff under the direction of, and responsible to, the DCI, be composed of members contributed by the several agencies on a fulltime basis, but not "representing" the agency, and be headed by a chief who will also be the Executive Secretary of the IAC.

2. That matters of coordination be referred to ICAPS for study and recommendation by the DCI, or through the DCI by the IAC, but that ICAPS itself may submit to the DCI, or through the DCI to the IAC, recommendations which it considers appropriate for consideration.

3. That the representation on the Standing Committee be the same as that of the IAC, and that the Standing Committee serve as a subordinate or staff committee to the IAC to consider on an interagency basis, problems referred to it by the IAC.

4. That CIA fulfill its coordinating responsibility on research programs primarily through the Estimates Division, whose primary function should be such coordination, in accordance with the following principles:

- a. CIA will constitute itself the center of information on all U.S. foreign intelligence activities, including current research intelligence projects;
- b. CIA will have free access to the plans and programs of the several intelligence agencies, subject to overall departmental regulation;
- c. CIA will recognize that it should have active liaison responsibility to other agencies as well as receiving liaison from those agencies;
- d. CIA will effect coordination as much by positive action in stimulating appropriate intelligence effort as by negative action in preventing undesirable duplications;
- e. CIA will recognize that requests for intelligence other than national intelligence, as defined, shall be forwarded for action to the agencies in accordance with established allocations and existing programs;
- f. CIA will recognize that coordination also implies assistance to the agencies in meeting their responsibilities, including in some cases the temporary assignments of personnel to the agencies.